JUVENILE PAROLE BOARD



Prepared by:

California Department of Corrections and Rehabilitation Office of Audits and Compliance

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DISABILITY ACCOMMODATIONS AND EFFECTIVE COMMUNICATION

Disability Accommodations and Effective Communication (CN-418)

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TABLE OF CONTENTS

<u>PAGE</u>

EXECUTIVE SUMMARY	1
BACKGROUND	2
FINDINGS AND RECOMMENDATIONS	.4
GLOSSARY	.34

EXECUTIVE SUMMARY

The Office of Audits and Compliance, Compliance/Peer Review Branch (CPRB) utilized the Disability Accommodations and Effective Communication (CN-418), dated September 15, 2009 and the Stipulated Permanent Injunction to determine if the Juvenile Parole Board (JPB) is in compliance with the policies that identify Disability Accommodations and Effective Communication during the Parole Revocation process as it pertains to the L.H. Injunction.

The review period for the JPB regarding Disability Accommodations and Effective Communication was September 3, 2009 through November 20, 2009, with fieldwork conducted from January 25 through January 29, 2010.

The CPRB concludes that JPB is in partial compliance (PC) with the following:

- Ensuring telephonic foreign language numbers are available.
- Ensuring Americans with Disabilities Act (ADA) equipment is tested regularly.
- Ensuring parole violation forms are available in large print in English and Spanish and all forms are completed in Spanish for the violation process.

The findings are as follows:

- Item 10.2.01, the ADA Coordinator has the ADA kit available for staff to use; however, the Board Coordinating Parole Agents (BCPA) do not have the telephonic foreign language numbers.
- Item 10.2.04, the ADA equipment has not been tested on a regular basis.
- Item 10.2.06, parole violation forms are not available in large print in English or Spanish. Not all of the forms are completed in Spanish for the parole violation process.

The CPRB was unable to rate the administrative appeal process as there have been no ADA grievances filed.

The CPRB concludes that JPB is in substantial compliance (SC) with items: 10.1.01-10.1.03, 10.2.02, 10.2.03, 10.2.05, 10.3.01-10.3.05, 10.4.01-10.4.03, 10.5.01, 10.6.01-10.6.04, 10.7.01-10.7.04, 10.8.01, and 10.8.02.

1

BACKGROUND

On September 13, 2006, an action was filed on behalf of the Plaintiffs and the class they represent, challenging the constitutionality of the Juvenile Parole Revocation process conducted by the California Board of Parole Hearings, Division of Juvenile Justice (DJJ), JPB, and the California Department of Corrections and Rehabilitation (CDCR). The Plaintiffs claim that the Defendants: the State of California, CDCR, and its divisions, were denying claimants their Fourteenth Amendment rights to due process, counsel, and equal protection in the granting, extending, and/or revoking of parole.

The Plaintiffs in the case of *L.H. v. Schwarzenegger* are a class of over 4,000 juvenile parolees under the jurisdiction of the DJJ who are either actively on parole or may be serving a revocation term.

On September 19, 2007, the Court granted the Plaintiffs' Motion for Partial Summary Judgment. The Court stated that the Juvenile Parole Revocation proceedings violated due process by failing to provide a Probable Cause Hearing (PCH) shortly after placement of the parole hold and that juveniles are generally entitled to greater protections as a result of their lack of education, experience, and skills.

On January 29, 2008, the Court held that the Defendants failure to appoint Counsel for all juvenile parolees under *Gagnon v. Scarpelli*, 411 U.S. 778 (1973) violated the due process rights of the Plaintiff class.

On June 3, 2008, the Court ordered that the Defendants develop standards, guidelines, and training for effective assistance of State-appointed Counsel in the Revocation Process that would include standards for panel administrations, training, continuing education, quality assurance, independence, statewide oversight, and individual representation.

The Stipulated Order for Permanent Injunctive Relief (L.H. Injunction) that forms the basis for all policies and procedures, monitoring, and self-auditing efforts was approved by the court on October 7, 2008.

The Stipulated Order for Permanent Injunctive Relief states that the Defendants shall develop an appropriate compliance and self-monitoring team to ensure compliance with the terms of the injunction, and compliance with the policies and procedures developed pursuant to the injunction.

The CPRB will be reviewing specific items that make up the L.H. Injunction. The items that have been selected for review are based on risk to the Department. The review will be evaluated using a compliance rating system.

Each item will be evaluated by whether it is in SC, 85 percent and above; PC, 84 percent to 50 percent; or noncompliance (NC), 49 percent and below. Items that result in a yes or no compliance level will be rated as SC or NC. Items that cannot be rated will be categorized as not ratable (NR). Due to the diversity and occasional abstract content of the items being reviewed, a numeric rating system cannot always be utilized. As a result, a narrative rating system will be used to evaluate the level of compliance.

The specific objectives of the review were to determine whether:

JPB is in compliance with DJJ's policies pertaining to Disability Accommodations and Effective Communication in the Parole Revocation process, the right to subpoena witnesses and present evidence, and the right to question witnesses through appointed attorneys and appeal to the JPB.

The CPRB determined whether the objectives were met by reviewing:

- Disability Accommodations and Effective Communication (CN-418), dated September 15, 2009;
- The L.H. Injunction that relates to Disability Accommodations and Effective Communication.
- The Office of the Special Master's Quarterly Reports on JPB;
- L.H. Injunction sections pertaining to information obtained from interviews with Counsel, the Division of Juvenile Parole Operations, the JPB scheduler, JPB staff, hearing officers, parolees, reviewing audio recordings of hearings, relevant documents, appeal logs, the Regional Access Database, Parole Services Manual, JPB agendas, and observing revocation board hearings;
- Sample questionnaires and information obtained from field testing;
- The training agenda and attendance records;
- JPB data, Juvenile Revocation Scheduling and Tracking System (JSTS), Board Orders data; and
- Witness lists.

Section	Item	Auditing Method	SC	PC	NC	NR	Findings	Recommendations	Reviewer's Comments
10	10.2.01	Item: Equipment Questions: Does the JPB ADA Coordinator and BCPAs have an ADA kit that includes the following: A. Assistive listening devices; B. Magnifying devices; C. Dual-Handset telephones; and D. Individualized personal identification numbers to receive telephonic foreign language		X			Partial Compliance Finding 1: The ADA Coordinator has the ADA kit available for staff to use; however, the BCPAs do not have the telephonic foreign language numbers. Cause: The telephonic foreign language phone numbers have not been provided to the BCPAs.	1) Provide the telephonic foreign language numbers to the BCPAs. Have the BCPAs sign the equipment log to indicate that each BCPA received the numbers.	

Section	Item	Auditing Method	SC	PC	NC	NR	Findings	Recommendations	Reviewer's Comments
		interpretation for every ADA kit assigned to a BCPA?							
		Methodology:							
		Interview JPB ADA Coordinator.							
		Interview BCPAs.							
		Criteria:							
		CN-418 in reference to page 18, Section V, Item B1, 2nd bullet.							
		Stipulated Permanent Injunction, pages 15-16, and #53.							

Section	Item	Auditing Method	SC	PC	NC	NR	Findings	Recommendations	Reviewer's Comments
10	10.2.04	Item: Equipment Question: Does the JPB ADA Coordinator ensure that the equipment is tested regularly and it is in operable condition to avoid postponements of parole proceedings due to maintenance or repairs of equipment? Methodology: Review equipment log. Criteria: CN-418 in reference to page 18, Section V, B1, 6th bullet.		X			Partial Compliance Finding 2: The ADA equipment has not been tested on a regular basis. Cause: A testing log was in place; however, there was no documentation in the log that any testing had been completed.	1) Test ADA equipment on a quarterly basis. Keep a tracking log of when the equipment was tested.	The Scanning and Reading Appliance (SARA) was new and had not been used by the Department.

Section	Item	Auditing Method	SC	PC	NC	NR	Findings	Recommendations	Reviewer's Comments
	10.2.06	Item: Equipment Question: Does the JPB ADA Coordinator have parole violation process forms available in large print, Spanish and simplified to a 6th grade reading level? Are these alternative format forms available to the BCPAs in the field? Methodology: Interview JPB ADA Coordinator. Review forms. Interview BCPA.		X			Partial Compliance: Finding 3: Parole violation process forms are not available in large print in English or Spanish. Not all of the forms are completed in Spanish for the parole violation process. Cause: The Department decided to use font size 18 for the large print forms. The Department has not completed all of the forms in Spanish.	1) Complete all parole violation forms in large print English and Spanish.	Comments
	1								

Section	Item	Auditing Method	SC	PC	NC	NR	Findings	Recommendations	Reviewer's Comments
		Criteria:							
		CN-418 in reference to page 7, Section I, Item E, and pages 17-18, Section V, Item B1, 8th bullet.							
		Stipulated Permanent Injunction, page 16, #55.							

Section	Item	Auditing Method	SC	PC	NC	NR
		Item:				
		Training				
		Question				
10	10.1.01	Is initial training pertaining to ADA compliance and disability/effective communication awareness being provided to all new JPB personnel who have direct or supervisory responsibility for communicating with or making decisions affecting parolees in connection with revocation proceedings, including but not limited to: Executive Officer, BCPAs, Hearing Officers (Commissioners and Board Representatives), ADA Coordinator, and other staff as appropriate?	X			
		Methodology:				
		Review annual training attendance records.				
		Interview JPB staff.				
		Criteria:				
		CN-418 in reference to page 4, Training Section.				
		Stipulated Permanent Injunction, page 16, #56, line 22.				

Section	Item	Auditing Method	SC	PC	NC	NR
		Item:				
		Training				
		Question:				
	10.1.02	Is annual refresher training pertaining to ADA compliance and disability/effective communication awareness being provided to all JPB personnel who have direct or supervisory responsibility for communicating with or making decisions affecting parolees in connection with revocation proceedings, including but not limited to: Executive Officer, BCPAs, Hearing Officers (Commissioners and Board Representatives), ADA Coordinator, and other staff as appropriate?	X			
		Methodology:				
		Review annual training attendance records.				
		Interview JPB staff.				
		Criteria:				
		CN-418 in reference to page 4, Training Section.				
		Stipulated Permanent Injunction, page 16, #56, line 22.				

Section	Item	Auditing Method	SC	PC	NC	NR
		Item:				
		Training				
		Question:				
		Did the training include Title II of the ADA and methods for identifying whether a parolee/parole violator adequately understands verbal and written communication and/or may need disability accommodation?				
	10.1.03	Methodology:	Х			
		Review ADA training agenda and materials.				
		Review Title II of the ADA.				
		Criteria:				
		CN-418 in reference to page 4, Training Section.				
		Stipulated Permanent Injunction page 16, #56, line 22.				

Section	Item	Auditing Method	SC	PC	NC	NR
Section	10.2.02	Item: Equipment Question: Does the ADA Coordinator maintain a list of sources of auxiliary aids that can be made available upon request? Methodology: Interview JPB ADA Coordinator. Review source list of auxiliary aids. Check for SARA availability. Criteria: CN-418 in reference to page 18, Section V, Item B1, 4th bullet and 2nd bullet.	X	PC	NC .	NK

Section Item	Auditing Method	SC	PC	NC	NR
10.2.03	Item: Equipment Question: Does the JPB ADA Coordinator track the location of loaned auxiliary aids and/or equipment? Methodology: Review equipment log. Criteria: CN-418 in reference to page 18, Section V, Item B1, 5th bullet.	X			

13

Section	Item	Auditing Method	SC	PC	NC	NR
	10.2.05	Item: Equipment Question: Does the JPB ADA Coordinator have a list of inaccessible and accessible facilities (ADA compliant) in which to conduct Parole Revocation proceedings? Is this list made available to the BCPAs in the field? Methodology: Interview the JPB ADA Coordinator. Review the ADA Coordinator's list of inaccessible and accessible facilities. Criteria: CN-418 in reference to page 18, Section V, Item B1, 7th bullet.	X			

Section	Item	Auditing Method	SC	PC	NC	NR
		Item:				
		ADA Coordinator's responsibilities				
		Questions:				
		Is the JPB ADA Coordinator documenting planned accommodations on the Request for Accommodations and Assistance form (DJJ 3.260), Section IV? In addition, is the JPB ADA Coordinator:				
		A. Making a copy available to the parolee/parole violator's attorney; and				
	10.3.01	B. Maintaining a copy for their records?	X			
		Methodology:				
		Interview the JPB ADA Coordinator.				
		Review the JPB ADA Coordinator's records.				
		Review 10 percent sample of DJJ 3.260, Sections IV and V in JSTS. Period of review to be determined by reviewer-in-charge.				
		Criteria:				
		CN-418 in reference to pages 18-19, Section V, Item B3d.				

Section	Item	Auditing Method	SC	PC	NC	NR
Section	10.3.02	Item: ADA Coordinator's responsibilities Question: Is the JPB ADA Coordinator ensuring provision of accommodations, auxiliary aids, and assistance? Methodology: Review 10 percent or a representive sample of the DJJ 3.260, Sections IV and V in JSTS. Period of review to be determined by reviewer-in-charge. Review ADA related grievances and appeals. Review the JPB ADA Coordinator's records.	X	PC	NC	NK
		Criteria: CN-418 in reference to page 19, Section V, Item, B3e.				

Section	Item	Auditing Method	SC	PC	NC	NR
Section	10.3.03	Item: ADA Coordinator's responsibilities Question: Is the JPB ADA Coordinator contacting DJJ's transportation unit to ensure accessible vans are scheduled, if applicable? Methodology: Interview the JPB ADA Coordinator. Review the JPB ADA Coordinator's records. Review the JPB's internal database. Interview transportation staff (if applicable). Criteria:	X	PC	NC	NK
		CN-418 in reference to page 19, Section V, Item B3e, 1st bullet.				

Section	Item	Auditing Method	SC	PC	NC	NR
		Item:				
		ADA Coordinator's responsibilities				
		Question:				
		Is the JPB ADA Coordinator ensuring live certified interpreters are used for all Parole Revocation proceedings, if applicable?				
		Methodology:				
		Interview the JPB ADA Coordinator.				
	10.3.04	Review the JPB ADA Coordinator's records.	Х			
		Interview the Hearing Scheduler and review scheduling records.				
		Review the JPB's Internal Database.				
		Review the DJJ 3.260.				
		Criteria:				
		CN-418 in reference to pages 5-6, Section I, Item D, 2nd and 3rd bullet and page 19, Section V, Item B3e, second bullet.				
		Stipulated Permanent Injunction, page 14, #48.				

Section	Item	Auditing Method	SC	PC	NC	NR
		Item:				
		ADA Coordinator's responsibilities				
		Question:				
		Was the appeal rehearing scheduled to be conducted within ten business days from the date of the appeal decision?				
		Methodology:				
	10.3.05	Review master file and/or board records.	X			
		Review the JPB ADA Coordinator's records.				
		Review 10 percent or a representive sample of Accommodation and Assistance Appeal form (DJJ 3.261A). Review period will be determined by the reviewer-incharge.				
		Criteria:				
		CN-418 in reference to page 22, Section VII, Item C1e.				
		Stipulated Permanent Injunction, page 13, line 20, #43.				

Section	Item	Auditing Method	SC	PC	NC	NR	Reviewer's Comment
	10.4.01	Item: Grievances Question: Is the telephonic grievance documented on the Accommodation and Assistance Grievance form (DJJ 3.261)? Methodology: Review 10 percent or a representive sample of DJJ 3.261. Review period to be determined by the reviewer-in-charge. Review the JPB ADA Coordinator's records. Review master files. Criteria:				X	
		CN-418 in reference to page 20, Section VI, Item D1b.					

Section	Item	Auditing Method	SC	PC	NC	NR	Reviewer's Comment
	10.4.02	Item: Grievances Question: Are telephonic grievance decisions telephoned and faxed to the parolee's attorney immediately upon decision? Methodology: Review the JPB database with supporting documentation. Review the JPB ADA Coordinator's records from the JPB Internal Database. Criteria: CN-418 in reference to page 20, Section VI, Item D1e.				X	The CPRB was unable to rate the administrative appeal process as there have been no ADA grievances filed.
		Civ-4 to in reference to page 20, Section vi, item Dire.					

Auditing Method	SC	PC	NC	NR	Reviewer's Comment
Grievances Question: Are written grievance decisions faxed to the parolee's attorney immediately upon decision? Methodology: Review the JPB database with supporting documentation from the JPB Internal Database. Review the JPB ADA Coordinator's records. Criteria: CN-418 in reference to page 21. Section VI. Item D3d.				X	The CPRB was unable to rate the administrative appeal process as there have been no ADA grievances filed.
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Section Item	Auditing Method	SC	PC	NC	NR	Reviewer's Comment
10.5.01	Item: Appeals Question: Are appeal decisions sent to the parolee/attorney within five business days from the date the appeal decision was rendered? Methodology: Review the JPB Internal Database with supporting documentation. Review the JPB ADA Coordinator's records. Criteria: CN-418 in reference to page 22, Section VII, Item C1 c&d.				X	The CPRB was unable to rate the administrative appeal process as there have been no ADA grievances filed.

Section Item	Auditing Method	SC	PC	NC	NR
10.6.01	Item; Hearings Question: Are hearing officers conducting an accommodation/effective communication assessment prior to the commencement of each hearing? Methodology: Observe 10 percent or a representive sample of revocation proceedings (in person for PCH/via audio recording for REV). Criteria: CN-418 in reference to page 19, Section V, Item C 1.	X			

Section	Item	Auditing Method	SC	PC	NC	NR
Section	10.6.02	Item: Hearings Question: Is accommodation/effective communication assistance being provided at hearings as requested/planned? Methodology: Observe 10 percent or a representive sample of revocation proceedings (in person for PCH/via audio recording for REV). Review 10 percent or a representive sample of DJJ 3.260 associated with the proceedings observed. Review period to be determined by the reviewer-in charge. Criteria:	X	PC		NK
		CN-418 in reference to page 19, Section V, Items C4-6.				

25

Section	Item	Auditing Method	SC	PC	NC	NR
		Item:				
		Hearings				
		Question:				
		Was accommodations/effective communication assistance provided at the time of the scheduled hearing? If not, did it result in a delay/postponement of the hearing?				
		Methodology:				
	10.6.03	Review 10 percent or a representive sample of DJJ 3.260 associated with the proceedings observed. Review period to be determined by the reviewer-incharge.	X			
		Review JSTS.				
		Review 10 percent of hearing tapes or observe hearings.				
		Review DJJ 3.260 and source documents for hearings observed.				
		Criteria:				
		CN-418 in reference to page 19, Section V, Items C5-6.				

26

Section	Item	Auditing Method	SC	PC	NC	NR
		Item				
		Hearings				
		Question:				
	10.6.04	Are the hearing officers documenting the accommodations/assistance provided in Section V of the DJJ 3.260?	X			
	10.0.04	Methodology:	^			
		Review 10 percent or a representive sample of DJJ 3.260 associated with the proceedings observed. Review period to be determined by reviewer-in charge.				
		Criteria:				
		CN-418, page 20, Section V, Item C7.				

Section	Item	Auditing Method	SC	PC	NC	NR	Reviewer's Comment
	10.7.01	Item: ADA supervisor's responsibilities Question: Did the JPB ADA Coordinator's supervisor render a decision on the telephonic grievance within one business day from the date that the telephonic grievance was received? Methodology: Review master file. Review the JPB ADA Coordinator's records. Review 10 percent or a representive sample of DJJ 3.261. Review period to be determined by the reviewer-in-charge. Review the supporting documentation. Criteria: CN-418 in reference to page 21, Section VI, Item E1.				X	The CPRB was unable to rate the administrative appeal process as there have been no ADA grievances filed.
		ON-4 to in reference to page 21, Section VI, item E1.			1		

Section	Item	Auditing Method	SC	PC	NC	NR	Reviewer's Comment
	10.7.02	Item: ADA supervisor's responsibilities Question Did the JPB ADA Coordinator's supervisor document the decision to grant or deny the telephonic grievance on the DJJ 3.261? Methodology: Review master file. Review the JPB ADA Coordinator's records. Review 10 percent or a representive sample of DJJ 3.261. Review period to be determined by the reviewer-in-charge. Criteria:				X	The CPRB was unable to rate the administrative appeal process as there have been no ADA grievances filed.
		CN-418 in reference to page 21, Section VI, Item E3.					

Section	Item	Auditing Method	SC	PC	NC	NR	Reviewer's Comment
	10.7.03	Item: ADA supervisor's responsibilities Question: Did the JPB ADA Coordinator's supervisor render a decision on the written grievance within two business days from the date that the written grievance was received? Methodology: Review master file. Review the JPB ADA Coordinator's records. Review 10 percent or a representive sample of DJJ 3.261. Review period to be determined by the reviewer-in-charge. Review the JPB supporting documentation. Criteria:				X	The CPRB was unable to rate the administrative appeal process as there have been no ADA grievances filed.
	ĺ	CN-418 in reference to page 21, Section VI, Item E1.					

Section Item	Auditing Method	SC	PC	NC	NR	Reviewer's Comment
10.7.04	Item: ADA supervisor's responsibilities Question: Did the JPB ADA Coordinator's supervisor document the decision to grant or deny the written grievance on the DJJ 3.261? Methodology: Review master file. Review the JPB ADA Coordinator's records. Review 10 percent or a representive sample of DJJ 3.261. Review period to be determined by the reviewer-in-charge. Criteria: CN-418 in reference to page 21, Section VI, Item E3.				X	The CPRB was unable to rate the administrative appeal process as there have been no ADA grievances filed.

Section	Item	Auditing Method	SC	PC	NC	NR	Reviewer's Comment
		Item: Executive officer Question: Did the executive officer (or designee) render a decision on the appeal within ten business days from the date that the appeal was received?					The CPRB was unable to rate the administrative appeal process as there have been no ADA grievances filed.
	10.8.01	Methodology: Review master file and/or the records. Review the JPB database with supporting documentation. Review the JPB ADA Coordinator's records. Review 10 percent or a representive sample of DJJ 3.261 A. Review period to be determined by the reviewer-in-charge. Criteria: CN-418 in reference to page 23. Section VII. Item D1a				X	
		CN-418 in reference to page 23, Section VII, Item D1a.					

Section Item	Auditing Method	SC	PC	NC	NR	Reviewer's Comment
10.8.02	Item: Executive officer Question: Did the executive officer (or designee) document the decision to grant or deny the appeal on DJJ 3.261A? Methodology: Review master file. Review the JPB ADA Coordinator records. Review 10 percent or a representive sample of DJJ 3.261A. Review period to be determined by the reviewer-in-charge. Criteria: CN-418 in reference to page 23, Section VII, Item D1d.				X	The CPRB was unable to rate the administrative appeal process as there have been no ADA grievances filed.

33

Review of Disability Accommodations and Effective Communication

JUVENILE PAROLE BOARD

GLOSSARY

ADA	Americans with Disabilities
BCPA	Board Coordinating Parole Agent
CDCR	California Department of Corrections and Rehabilitation
CPRB	Compliance/Peer Review Branch
DJJ	Division of Juvenile Justice
DJJ 3.260	Request for Accommodations and Assistance form
DJJ 3.261	Accommodation and Assistance Grievance form
DJJ 3.261A	Accommodation and Assistance Appeal form
JPB	Juvenile Parole Board
JSTS	Juvenile Revocation Scheduling and Tracking System
NC	Non Compliance
NR	Not Ratable
OAC	Office of Audits and Compliance
PC	Partial Compliance
PCH	Probable Cause Hearing
SARA	Scanning and Reading Appliance
SC	Substantial Compliance